

Message Text

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TO AMEMBASSY TOKYO

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AMEMBASSY CAIRO

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AMEMBASSY SOFIA
AMEMBASSY BANGKOK
AMEMBASSY STOCKHOLM
AMCONSUL RIO DE JANEIRO

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E.O.: 11652 N/A
TAGS: UPU, PFOR, ETEL,
SUBJECT: UPU CONGRESS

1. UNIVERSAL POSTAL UNION (UPU) WILL CONVENE SEVENTEENTH UNIVERSAL POSTAL CONGRESS AT LAUSANNE, MAY 22- JULY 5, 1974. CONGRESS NORMALLY MEETS AT FIVE-YEAR INTERVALS.
2. THREE ORGANIZATIONAL ISSUES OF MAJOR CONCERN TO US AT UPU CONGRESS ARE: A) CHANGE IN METHOD OF MEMBERS CONTRIBUTIO TO UPU BUDGET; B) MANDATORY ROTATION IN EXECUTIVE COUNCIL MEMBERSHIP; AND C) SIZE OF EXECUTIVE COUNCIL.
3. FOLLOWING IS DISCUSSION OF CURRENT STATUS AND US VIEWS ON EACH ITEM:

A. FINANCIAL CONTRIBUTION

UPU IS FINANCED BY MEMBERS WHO VOLUNTARILY ASSUME ONE OF SEVEN CONTRIBUTORY CLASSES FROM ONE TO TWENTY-FIVE UNITS. THE ACTUAL SIZE OF THE UNITS IS DETERMINED BY COUNCIL ON YEARLY BASIS IN LIGHT EXISTING BUDGETARY REQUIREMENTS. IN 1972 EXECUTIVE COUNCIL, WITH US PARTICIPATION, UNANIMOUSLY RECOMMENDED THAT NEW 50-UNIT "SUPER" CLASS BE ESTABLISHED AT UPCOMING CONGRESS, WHICH MAJOR DEVELOPED COUNTRIES WOULD BE EXPECTED TO ASSUME. UPU INTERNATIONAL BUREAU HAS BEEN INFORMED US EXPECTS TO ASSUME NEW 50-UNIT CATEGORY, ALTHOUGH

FINAL DECISION WILL BE MADE IN LIGHT OF DEVELOPMENTS DURING CONGRESS.

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B. MANDATORY ROTATION

AS PRESENTLY DRAFTED UPUGEN REGS PROVIDES THAT A MEMBER CAN SERVE ON EXECUTIVE COUNCIL FOR ONLY TWO CONSECUTIVE FIVE-YEAR TERMS. GIVEN FACT THAT CONGRESS MEETS AT FIVE-YEAR INTERVALS THIS MEANS THAT MEMBERS WHO HAVE SERVED TWO TERMS ARE EXCLUDED FROM EXECUTIVE COUNCIL FOR FIVE-YEAR PERIOD. AT UPCOMING CONGRESS NOT ONLY US, BUT SUCH MAJOR

FINANCIAL CONTRIBUTORS AS FRANCE, JAPAN, AND USSR WILL THUS BE PRECLUDED FROM OPPORTUNITY TO SERVE ON EXECUTIVE COUNCIL FOR NEXT FIVE-YEAR PERIOD. OTHERS SO PRECLUDED ARE INDIA, NIGERIA, AUSTRIA, BULGARIA, ETHIOPIA, INDIA, PERU, SENEGAL, THAILAND, TUNISIA, EGYPT. PROVIDED SUFFICIENT CO-SPONSORS CAN BE FOUND (EIGHT REQUIRED) US CURRENTLY CONSIDERING SUBMITTING PROPOSAL TO CONGRESS TO DELETE MANDATORY ROTATION PRINCIPLE ON BASIS THAT:

(1) NO OTHER UN SPECIALIZED AGENCY REQUIRES SUCH PROLONGED ABSENCE FROM ORGANIZATION OF GOVERNING BODY;

(2) COMPOSITION OF EXECUTIVE COUNCIL SHOULD ASSURE CONTINUED ACTIVE PARTICIPATION OF ALL MEMBERS AND SHOULD NOT EXCLUDE THAT OF MAJOR CONTRIBUTORS;

(3) EACH MEMBER OF UPU SHOULD BE FREE TO PRESENT ITS CANDIDATURE FOR EXECUTIVE COUNCIL AT ANY TIME IT DESIRES AND TO VOTE FOR ANY CANDIDATURE IT BELIEVES COULD BEST CONTRIBUTE TO WORK OF UNION;

(4) QUESTION OF ROTATION IS ONE WHICH SHOULD BE SETTLED VOLUNTARILY IN REGIONAL CAUCUSES.

IT IS INTERESTING TO NOTE IN THIS REGARD THAT INTERNATIONAL TELECOMMUNICATION UNION (ITU), A SISTER ORGANIZATION OF UPU DECIDED AT ITS PLENIPOTENTIARY CONFERENCE IN SEPTEMBER AND OCTOBER 1973, NOT TO APPROVE INTRODUCTION OF MANDATORY ROTATION SCHEME FOR ITS COUNCIL, LARGELY ON BASIS RATIONALE IN 3.B (3) AND INSTEAD URGED MEMBERS TO SETTLE THIS QUESTION VOLUNTARILY WITHIN REGIONAL CAUCUSES.

C. SIZE OF COUNCIL
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CURRENTLY UPU EXECUTIVE COUNCIL CONSISTS OF 31 MEMBERS: 6 FROM WESTERN HEMISPHERE REGION; 5 WESTERN EUROPE; 3 EASTERN EUROPE; 9 AFRICA AND 8 ASIA. TO DATE ONLY ONE

PROPOSAL HAS BEEN SUBMITTED TO INCREASE SIZE OF EXECUTIVE COUNCIL; PAKISTAN HAS PROPOSED CREATION OF ONE ADDITIONAL SEAT FOR ASIA REGION. HOWEVER, ON BASIS EXPERIENCE IN OTHER SPECIALIZED AGENCIES, WE EXPECT OTHER PROPOSALS FOR ENLARGEMENT TO SURFACE, SOME OF WHICH MAY CALL FOR SIGNIFICANT INCREASE IN SIZE OF EXECUTIVE COUNCIL. WHILE FOR REASONS OF EFFICIENCY AND ECONOMY, USG WOULD PREFER EXECUTIVE COUNCIL TO REMAIN AT CURRENT SIZE, WE NONETHELESS RECOGNIZE THAT IF MANDATORY ROTATION PRINCIPLE DROPPED AND PRESENT EXECUTIVE COUNCIL SIZE WERE RETAINED, OPPORTUNITIES

FOR SMALLER COUNTRIES TO SERVE ON EXECUTIVE COUNCIL WOULD BE DIMINISHED. WHILE WE RECOGNIZE, THEREFORE, THAT IT MAY PROVE NECESSARY TO ACCEPT SOME MODEST INCREASE IN COUNCIL SIZE TO SECURE DELETION OF ROTATION PROVISION, WE WISH TO RESIST THIS SO FAR AS POSSIBLE.

4. ON MARCH 21 - 23 AND AGAIN ON APRIL 26 H. E. STOCK, DIRECTOR OF INTERNATIONAL POSTAL AFFAIRS, US POSTAL SERVICE WROTE TO DIRECTORS OF 26 POSTAL SERVICES (ALL ACTION AND INFO ADDRESSEES), NOTED US CONCERN WITH MANDATORY ROTATION PRINCIPLE ON UPU EXECUTIVE COUNCIL, AND REQUESTED VIEWS AND POSSIBLE CO-SPONSORSHIP OF PROSPECTIVE EFFORT TO DELETE THIS PROVISION IN UPU REGS. TO DATE FOLLOWING POSTAL ADMINISTRATIONS HAVE INDICATED SUPPORT FOR US PROPOSAL: USSR, INDIA, PAKISTAN, ETHIOPIA, NIGERIA, AND EGYPT. ON OTHER HAND, FOLLOWING POSTAL ADMINISTRATIONS, MOST OF WHOM AGREED IN PRINCIPLE WITH US PROPOSAL, WERE RELUCTANT FOR VARIOUS REASONS IN INITIAL RESPONSES TO AGREE TO CO-SPONSOR FRANCE, GERMANY, SWITZERLAND, UK, NETHERLANDS, AUSTRIA, AUSTRALIA, CANADA, AND MOROCCO.

5. FOR ACTION ADDRESSEES. REQUEST YOU APPROACH APPROPRIATE HOST GOVERNMENT AUTHORITIES, CONVEY US VIEWS AS OUTLINED IN PARA 3 ABOVE AND SOLICIT THEIR VIEWS PARTICULARLY ON FOLLOWING: A) WILLINGNESS TO GO TO 50-UNIT CATEGORY; B) WILLINGNESS TO SUPPORT RESOLUTION DELETING MANDATORY LIMITED OFFICIAL USE

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ROTATION IN EXECUTIVE COUNCIL MEMBERSHIP; C) WILLINGNESS TO CO-SPONSOR RESOLUTION WITH US TO DELETE MANDATORY ROTATION; AND D) VIEWS ON SIZE OF EXECUTIVE COUNCIL.

REQUEST YOU REPORT RESULTS OF THESE DISCUSSIONS PROMPTLY, INCLUDING ANY CONSIDERATIONS WHICH MAY HAVE PROMPTED DIFFERENT CONCLUSIONS FROM THOSE OF US AND ANY HOST GOVERNMENT SUGGESTIONS OR PROPOSALS FOR REVISION OF UPU CONVENTION, EITHER SUBSTANTIVE OR TACTICAL.

6. FOR INFO ADDRESSEES. DEPT DOES NOT REQUEST DEMARCHES BE MADE TO YOUR HOST GOVERNMENTS BUT IF POST DEEMS IT APPROPRIATE, IT MAY DISCUSS UPU MATTERS COVERED IN THIS

COMMUNICATION WITH HOST AUTHORITIES ALONG LINES SET FORTH IN PARA 3 ABOVE; AND SHOULD REPORT PROMPTLY RESULTS OF SUCH DISCUSSIONS.

7. FYI. US POSTAL SERVICE (STOCK) HAS WRITTEN TO GENEVA GROUP ADMINISTRATIONS RE OUR INTENTIONS MOVING INTO 50-UNIT CATEGORY (AND AS FOLLOW-UP GENEVA GROUP MEETING IN BERN AT TIME FEBRUARY EXECUTIVE COUNCIL MEETING). COPIES

BEING POUCHED BERN AND GENEVA. END FYI.

8. ACTION ADDRESSEE NEED NOT SEND COPIES OF THEIR REPLIES
TO OTHER ADDRESSEES. DEPT WILL CIRCULATE AS NECESSARY. RUSH

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